United Nations DP/2007/35

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.: General
27 April 2007

Original: English

Annual session 2007
11 to 22 June 2007, New York
Item 11 of the provisional agenda
United Nations Development Fund for Women

UNIFEM multi-year funding framework cumulative report, 2004-2006*

Summary

The present document is the cumulative report on three years of implementation of the UNIFEM multi-year funding framework (MYFF), 2004-2007, as approved in Executive Board decision 2004/10 and in line with decision 2004/20. The report tracks progress according to the results envisioned in the UNIFEM Strategic Results Framework, its organizational effectiveness matrix, and its integrated resources framework. The report highlights the efforts made by UNIFEM to fulfill its dual mandate of supporting countries to advance gender equality in line with national priorities and of supporting stronger action on gender equality across the United Nations development cooperation system. While the main body of the report summarizes progress to date, UNIFEM has included annexes (available on the Executive Board website) that contain innovative and catalytic examples of targeted programming in support of gender equality and women's empowerment.

Elements of a decision

The Executive Board may wish to take note of the cumulative report and recognize the UNIFEM contribution in supporting programme countries to achieve agreed development priorities, including the Millennium Development Goals (MDGs), as well as by assisting countries in linking progress on the MDGs with efforts to advance the Beijing Platform for Action and the United Nations Convention on the Elimination of All Forms of Discrimination against Women.

The Executive Board may also wish to take note of UNIFEM efforts to support implementation of the Triennial Comprehensive Policy Review (TCPR), including through: its strengthened partnership with UNDP and other United Nations organizations; its provision of technical expertise on gender equality to United Nations Development Group (UNDG) policy development and coordination mechanisms. The Executive Board may wish to note that while UNIFEM exceeded its overall resource projections, its ability to plan adequately was hampered by the absence of multi-year funding commitments and the relatively modest growth in core contributions.

In the light of ongoing discussions on strengthening the overall architecture that supports gender equality, the Executive Board may wish to encourage UNIFEM to develop its strategic plan, 2008-2011, by taking into account the results, achievements and lessons learned from its MYFF, including by identifying concrete steps that it will take to contribute to greater coherence on gender equality within the United Nations development cooperation system.

*The compilation of data required to provide the Executive Board with the most current information has delayed submission of the present report.

07-32294 (E) 250507

Contents

Chapter		*Page*
I.	Introduction	3
II.	Context	3
III.	Effect of the MYFF system on UNIFEM programming support	4
IV.	Development effectiveness	5
	A. Outcome 1: Legislation and policies at national and regional levels are formulated and implemented to promote and protect women's human rights	6
	B. Outcome 2: Mainstream institutions demonstrate leadership, commitment, technical capacity and accountability for gender equality	8
	C. Outcome 3: Gender equality advocates have knowledge and are positioned to spearhead and transform policies, programmes and resource allocation	10
	D. Outcome 4: Harmful and discriminatory attitudes and practices change to promote and protect the rights of women and girls	12
V.	Organizational effectiveness	13
	A. Goal 1: Coherence, relevance and sustainability of UNIFEM products	14
	B. Goal 2: Capacity of UNIFEM programmes aligned with demand	15
	C. Goal 3: Strategic partnerships generate new and expanded constituencies	18
	D. Goal 4: Management and financial and human resources practices	19
	E. Goal 5: Larger, more diversified and more reliable resource base	21
VI.	Integrated resources framework	21
	Annexes (available on the Executive Board website)	
	1. Examples	
	2. UNIFEM strategic results framework, 2004-2007	
	3. UNIFEM Evaluations, 2004-2006	
	4. UNIFEM presence worldwide, 2004-2006	

I. Introduction

1. The core business of UNIFEM is to support countries to advance commitments to achieve gender equality and women's empowerment. This is one of eight globally-agreed Millennium Development Goals (MDGs), and is central to achieving all the MDGs. The commitments that countries have made are visionary and far-reaching, embodied in United Nations Member States affirmation of the Millennium Declaration, the Beijing Platform for Action, the United Nations Convention on the Elimination of All Forms of Discrimination against Women and Security Council resolution 1325.

2. The present cumulative report of the UNIFEM multi-year funding framework, 2004-2007 (MYFF) tracks contributions to progress toward gender equality. It covers the period from January 2004 to December 2006. The MYFF (DP/2004/5) is the third strategic plan, with the first spanning from 1997-1999, and the second from 2000-2003. Each plan has benefited from continued investment in promising initiatives and strategies and strengthening the direction and focus of UNIFEM support based on the changing context and lessons learned from implementation.

3. The cumulative report focuses on the extent to which UNIFEM: contributed to development effectiveness tracked according to the outcomes and indicators in its strategic results framework; achieved the performance goals and indicators in its organizational effectiveness matrix; reached its targets for income and expenditures as reflected in its integrated resources framework.

4. There are a number of elements reproduced throughout the report: (a) for each outcome area in the strategic results framework, UNIFEM presents trend information that offers indicators against which to measure organizational contributions; (b) in the lessons learned sections, UNIFEM draws on the preliminary findings of the MYFF evaluation it commissioned that will be completed in May; (c) in keeping with one of the key purposes for which UNIFEM was established, the report highlights a select number of catalytic initiatives undertaken over the past three years that have attracted interest in replication or scaling up, or that have the potential to do so.

5. The analysis and lessons from this cumulative report will become a key ingredient upon which to base the UNIFEM strategic plan, 2008-2011, which will be presented to the Executive Board for approval at its second regular session 2007.

II. Context

6. The normative environment for gender equality has improved considerably at national, regional and international levels in the past 10 years. Global and regional human rights commitments are being translated into national laws and policies. Inter-governmental decisions, from the outcome document of the five-year review of the Millennium Declaration to the Triennial Comprehensive Policy Review (TCPR) resolution (A/RES/59/250), reaffirm and strengthen national and institutional commitments to gender equality.

7. However, as *The Global Gender Gap Report 2006* produced by the World Economic Forum notes: "No country has yet managed to eliminate the gender gap." Countless other reviews of progress on gender equality demonstrate that the challenge is supporting implementation and accountability for the visionary commitments to women.

8. The ability of UNIFEM to deliver on the results for which it is accountable is influenced by three contexts:

(a) *Global and regional trends and political and socio-economic changes that have an impact on progress toward gender equality:* In 2005, the time of the 10-year review of the Beijing Platform for Action, the world hailed the election of the first woman head of state in Africa – Ellen Johnson Sirleaf, President of post-conflict Liberia – as an important symbol of progress toward gender equality. Elections in Iraq and Afghanistan in the same year resulted in 27 and 25 per cent respectively of

parliamentary seats for women. Sadly, 2005 was also the year that the world missed its first target for the MDGs – equal enrolment of girls in primary school – with sub-Saharan Africa lagging far behind. Progress toward gender equality is uneven. Globalization, migration, disease, environmental degradation, war and the terror that results from fragmentation and extremisms have inter-linking and gender-differentiated impacts. Tracking the results of these dynamics on men and women is complex. Especially given, as the United Nations report *The World's Women 2005: Progress in Statistics* notes, gender statistics do not exist in 90 per cent of the developing world.

(b) *Trends in development assistance and United Nations reform*: While normative changes have been generally positive, gender equality has not fared as well in overall trends in development assistance. The principles and practices that guide use of official development assistance are also changing, framed by the Paris Declaration and the aid effectiveness agenda. Coordination, coherence and harmonization now receive greater attention, but are not explicitly aligned with strengthening gender equality. The absence of targets or indicators on gender equality in the Paris Declaration and in United Nations reform contributes to galvanizing gender equality advocates to lobby for greater authority and resources to work on gender equality, and to devise strategies to track the impact of changes in development assistance on gender equality commitments.

(c) *Changes in the architecture that supports gender equality within the United Nations and at country level*: In 2005, as the direction of the United Nations and aid were transforming, UNIFEM intensified advocacy to stimulate debate on whether the architecture supporting gender equality has adequate capacity, positioning and resources to meet new challenges. The findings of the UNIFEM independent assessment that its consultative committee commissioned (A/60/62-E/2005/10) echoed observations and recommendations in the TCPR resolution, the High-level Panel on System-wide Coherence, the Economic and Social Council (ECOSOC) resolution on gender mainstreaming (2006/36) and numerous evaluations of support for gender equality by mainstream multilateral and bilateral organizations. Fragmentation, inadequate resources, inadequate accountability of institutions and leadership, and ad hoc implementation of normative agreements are now recognized to impede the capacity of those with technical expertise in gender equality to deliver. More than ever, tools and capacities are needed to bring together the agreements in the Beijing Platform for Action, the Convention on the Elimination of All Forms of Discrimination against Women, Security Council resolution 1325 and countless regional and national normative commitments into a single platform for implementation and for accelerating progress on the MDGs at the national level.

III. Effect of the MYFF system on UNIFEM programme support

9. Preliminary findings of the MYFF evaluation and multiple other evaluations and internal assessments suggest the following observations and lessons that point to areas needing strengthening in the upcoming strategic plan:

(a) The structure of the strategic results framework and organizational effectiveness matrix around a limited number of goals, outcomes and indicators facilitated improved internal understanding and coherence on the changes that UNIFEM is trying to support. At the same time, outcomes were too broad and the distance between outcomes and goals too great. The next strategic plan should articulate more specific goals and outcomes, particularly in the strategic results framework.

(b) The focus on implementation and accountability in the MYFF was clear, but the indicators were too static, not always relevant and UNIFEM did not systematically establish a baseline against which to track progress on key indicators. Additionally, throughout the MYFF, there was useful reporting on how UNIFEM supported formulation and passage of laws and policies, but less specific information on the successes and challenges of developing capacities in implementation and accountability. The next strategic plan could be improved with more dynamic indicators, ensuring their relevance, and investing in the establishment of a baseline against all indicators in the first year.

(c) UNIFEM invested in building internal and partner capacity in rights-based, results-based management and reporting throughout the MYFF, including by developing an internal results-based management guide and a core group of internal consultants. Outcome-based reporting improved during the MYFF cycle. But a wide-range of other actors and partners contribute to achieve outcome-level results. To better indicate what can be attributed to UNIFEM vis-à-vis others in the next cycle, UNIFEM needs to improve the framework, indicators and reporting guidelines to more accurately reflect UNIFEM and its partner's distinct contribution to results.

10. The lessons above and others emerging from the MYFF evaluation will be reflected in the UNIFEM strategic plan, 2008-2011.

IV. Development effectiveness

11. The strategic results framework uses four goals and four outcomes (annex 2). The results in the UNIFEM strategic results framework are drawn from commitments that countries have made and the priorities they have identified. Many partners contribute to results related to gender equality; when progress is made, it is because they are wholly-owned and propelled by the programme countries where UNIFEM provides support.

12. The majority of the text that follows tracks progress at the outcome level. UNIFEM also tracks macro-level changes related to its goals based on available data from other organizations. With regard to the four goals:

(a) *Reduce feminized poverty:* Poverty reduction is a central goal of the MDGs and critical to achieving gender equality. Though the share of women in wage employment in the non-agricultural sector increased in 93 out of 131 countries measured from 2000-2005, women continue to suffer from persistently higher unemployment rates than men. In sub-Saharan Africa, only 36 per cent of the non-agricultural wage workers are women. This number drops to 22 per cent in North Africa, and 18 per cent in South Asia.[1] Women in many countries remain far less likely than men to own or control productive assets like land and housing, which provide economic security, incentives for taking economic risks that lead to growth and important economic returns.[2] UNIFEM contributed to reducing feminized poverty by supporting home-based workers to organize for better legal protections in South Asia; by bringing source and destination countries together to strengthen labour protection for migrant women workers in Asia and Arab States; by advocating for attention to women's unpaid care work in the context of the HIV/AIDS pandemic in Africa; and by mainstreaming gender equality in land reform processes in Central Asia.

(b) *Ending violence against women:* The multiple manifestations of violence that women face simply because they are female are highlighted in the *In-depth study on all forms of violence against women* (A/61/122/Add.1) conducted by the Secretary General. Globally, physical violence inflicted by an intimate partner is the most common form of violence faced by women. A recent World Health Organization survey of 24,000 women in 10 countries found the prevalence of lifetime physical and/or sexual violence by an intimate partner varied from 15 per cent in urban Japan to 71 per cent in rural Ethiopia, with a number of countries in the 40 to 60 per cent range. UNIFEM contributed to ending violence against women through managing the United Nations Trust Fund to End Violence against Women, by supporting partners to strengthen legal protection for women survivors in 35 countries, and through convening United Nations system partners to engage in advocacy and coordinated action at global and regional level.

(c) *Reducing the spread of HIV/AIDS among women and girls:* The feminization of the HIV/AIDS pandemic continues unabated. In sub-Saharan Africa, the hardest hit region in the world, women

[1] Millennium Project (2005) *Investing in Development: A Practical Plan to Achieve the Millennium Development Goals.*
[2] Caren Grown (2006) *Quick Impact Initiatives for Gender Equality: A Menu of Options.*

comprise 59 per cent of the 24.7 million persons infected.[3] Unequal gender relations, especially when combined with poverty, economic dependency or vulnerability, limit women's ability to demand safe sexual practices and/or security. UNIFEM contributed to reducing HIV/AIDS among women and girls by working with the Joint United Nations Programme on HIV/AIDS (UNAIDS), UNDP, UNFPA, the United Nations Children's Fund (UNICEF) and the Global Coalition on Women and AIDS to strengthen positive women's networks; fund innovative approaches that address the inter-linkages of HIV/AIDS and violence against women; identify practical strategies for mainstreaming gender equality into the 'Three Ones'.

(d) *Achieving gender equality in democratic governance:* Whether in fragile or stable states, women's ability to participate equally with men in governance is only just beginning to improve. Data compiled by the Inter-Parliamentary Union as of February 2007 found that worldwide, 17 per cent of Members of Parliament are women.[4] This represents a growth of 1.9 per cent from December 2003. By 2007, only 27 countries had met the 1990 target set by ECOSOC of having 30 per cent or more women in national legislative seats. Looking at peace and security issues, as of June 2006 – despite agreement to Security Council resolution 1325 – only 55 (or 26 per cent) of 211 country-specific council resolutions include language on women or gender and only 10 per cent of staff in peace support operations at the D-1 level or above were women.[5] UNIFEM contributed to achieving gender equality in democratic governance, often in collaboration with UNDP, by supporting countries to revise their electoral laws and policies and by mobilizing women to enhance their participation as candidates and voters; by supporting governance institutions in more than 20 post-conflict countries to increase their gender-responsiveness; by developing in-country capacity to align laws and policies with the Convention on the Elimination of All Forms of Discrimination against Women and by supporting the participation of women in peace processes.

A. Outcome 1: Laws and policies at national and regional levels are formulated and implemented to promote and protect women's human rights

13. Laws and policies that reinforce discrimination and exclusion foster unequal power relations. Gender equality advocates have addressed this by pressing for removal of discriminatory provisions of existing laws and policies and for introduction of a legal framework aligned with commitments to the Convention on the Elimination of All Forms of Discrimination against Women and other international and regional normative frameworks.

(a) In 2004, 178 countries had ratified the Convention; by 2006, that number was 182. With regard to its Optional Protocol, 70 countries had ratified in 2004, rising to 83 in 2006.

(b) Equality Now reports that only 21 of the 53 countries that had discriminatory provisions in their legal frameworks in a 1999 review had revoked these provisions by 2004.[6]

(c) The 10-year review of the Beijing Platform for Action affirmed that at least 120 countries now have national action plans on gender equality. These are critical in the context of the Paris Declaration, where nationally-owned plans form the basis for allocating external support.

(d) The report by the Secretary General entitled an *In-depth study on all forms of violence against women* indicated that 89 countries now have some form of legal provision against domestic violence, 93 on trafficking in people, 90 against sexual harassment and, in 104 countries, marital rape may be prosecuted.

(e) Between 2004 and 2006, 25 countries instituted positive measures to advance women's political participation. Globally, 102 countries apply quotas in elections to national parliament.

[3] UNAIDS/World Health Organization (December 2006) AIDS epidemic update.
[4] 7,450 out of 48,896; both houses combined; parliaments for which no data available not included
[5] See S/2006/770
[6] Equality Now, 2005. *Words and Deeds: Holding Governments Accountable in the Beijing +10 Review Process*:

Countries with quotas average 18 per cent women in national parliaments, compared to 12 per cent in countries without quotas.

14. UNIFEM contributed to strengthening legal and policy frameworks in 89 countries. Over 40 per cent of initiatives supported made significant progress toward results, including through: removing gender-discriminatory provisions in seven countries; introducing or implementing laws and policies that promote women's rights in 38 countries and in two regional bodies; strengthening gender-equality provisions in constitutions in five countries; mobilizing new or additional resources for gender equality by bringing a stronger gender equality perspective to national development strategies and/or poverty reduction strategies in 13 countries. UNIFEM, with other United Nations partners, provided support to 72 countries to report on and/or develop capacity in implementing the Convention on the Elimination of All Forms of Discrimination against Women, with a particular emphasis on regional programmes in South and Southeast Asia, the Arab States and the Pacific.

Gender equality plans, policies and laws

15. Over the period of the MYFF, UNIFEM increased support to ensure that national action plans that promote gender equality are incorporated into national development strategies, poverty reduction strategies and MDG strategies and, where possible, costed. UNIFEM also supported progress toward the creation, approval or stronger implementation of national gender equality plans, policies or laws in 27 countries[7] during the MYFF period.

16. A number of good practices are emerging. UNIFEM has brought together advocates working on national action plans with organizations working on gender-responsive budgeting to strengthen the results-orientation of the work at a national level. The support UNIFEM provided to develop national action plans in Afghanistan, Ecuador, Niger, Nigeria, Senegal and Uruguay in 2006 was linked to sector ministries' strategies, which will eventually translate into operational programmes with budgets.[8]

Sector-specific laws and policies

17. In addition to overarching gender equality plans, laws and policies, UNIFEM supports sector-specific legal and policy work related directly to its four goals.

18. UNIFEM contributed to progress in reducing feminized poverty through support for 50 efforts in 36 countries over the past three years, working with national and United Nations partners. It focused on specific groups of women workers: on rural women's access to land in the Commonwealth of Independent States; on women home-based workers and in the informal economy, including migrant women workers in Asia and the Arab States; on indigenous and Afro-descendant workers in Latin America; on women producers in countries recovering from armed conflict; and on women affected and infected by HIV/AIDS in Southern Africa.[9]

19. With regard to ending violence against women, UNIFEM contributed to increasing numbers of laws and policies on violence against women, registering progress in 35 countries in 2006,[10] compared to 13 countries in 2005 and 14 countries in 2004. Of the total number of initiatives, approximately 40 per cent focused on domestic violence, 30 per cent on general violence against women legislation, 15 per cent on trafficking and sexual violence respectively, and approximately five per cent on female genital mutilation and sexual harassment.

20. The United Nations Trust Fund to End Violence against Women launched a revised strategy in 2005 focused on grants to support implementation in countries that have laws, policies and plans to

[7] Countries supported in the period 2004-2006 include: Afghanistan, Albania, Azerbaijan, Brazil, Burundi, Ecuador, Dominica, Georgia, Jamaica, Kazakhstan, Kosovo, Kyrgyzstan, Lao People's Democratic Republic, Moldova, Montenegro, Nicaragua, Niger, Nigeria, occupied Palestinian territory, Philippines, Senegal, Serbia, Sierra Leone, Tajikistan, Uruguay, Venezuela, Zimbabwe.
[8] Please see annex 1, example (i).
[9] Please see annex 1, example (ii).
[10] Including through the UNIFEM administered United Nations Trust Fund to End Violence against Women.

address violence. Managed by UNIFEM, the trust fund has supported 43 projects on implementing laws and policies in 38 countries during the MYFF period. A cross-cutting evaluation methodology will be applied to assess trust fund grants in order to share lessons on effective strategies for accelerating implementation and enhancing accountability.

21. In the area of democratic governance, UNIFEM works with a wide range of other United Nations agencies, most often UNDP, the United Nations Department of Political Affairs and the Office of the High Commissioner for Human Rights (OHCHR), to assist national partners assess the need for, draft, pass and implement positive action laws and policies for women's political participation, including in post-conflict countries. During the period of its MYFF, it did so in 14 countries and regionally in the context of the Southern African Development Community Declaration on Gender and Development.

22. UNIFEM efforts to mainstream gender equality in Poverty Reduction Strategy Papers and sector-wide approaches has seen it work closely with other United Nations organizations to support gender equality advocates to have a voice in poverty reduction strategy and national development strategy processes and secure increased budget allocations. During the MYFF period, UNIFEM supported 19 efforts in 2004 and 18 efforts in 2005 and again in 2006 related to poverty reduction strategies in Africa, Asia, the Central and Eastern Europe/Commonwealth of Independent States and the Caribbean. UNIFEM is increasingly linking its work on gender-responsive budgeting to assist partners to collect evidence that supports inclusion of gender equality in these mainstream processes. UNIFEM has not engaged substantively with sector-wide approaches in the MYFF period, but plans to document innovative efforts that make a difference.

Lessons learned and key challenges

23. The gap between legal and policy changes and their implementation remains significant. During the MYFF period, UNIFEM supported generation of better evidence to support stronger implementation and accountability, especially through gender-responsive budgeting and support for analyzing and disseminating sex-disaggregated data. An intensified focus is needed to develop national capacity to support, track and assess implementation and accountability in all aspects of work on gender equality. A stronger focus on linking normative changes at national, regional and global levels with local customary laws and policies is needed, since this more often determines options and opportunities for women and girls. Both will be a key focus of the 2008 edition of *Progress of the World's Women.*

B. Outcome 2: Mainstream institutions demonstrate leadership, commitment, technical capacity and accountability for gender equality

24. Moving from commitment to implementation and accountability for gender equality means that the mainstream institutions that generate policies and services for their intended constituencies need to develop capacity and accountability at all levels for delivering to women and girls. There are no global indicators that measure the extent to which the crucial institutions that influence options and opportunities for gender equality are transforming to become effective implementers of gender-equality commitments. Indicative changes include the following:

(a) Despite the centrality of gender equality to HIV/AIDS and peace and security, the major institutions that drive policy and programming in these areas too often fail to model gender equality in their governance processes. A 2004 UNAIDS assessment found that women's participation in the development and review of 79 national AIDS frameworks was non-existent in more than 10 per cent and inadequate in over 80 per cent.

(b) The 2005 review of MDG reports undertaken by UNDP demonstrated that of 78 MDG reports more than 60 per cent highlighted feminized poverty as a key dimension of poverty reduction, compared to just under 50 per cent in 2003. But gaps persist: only about 25 per cent of the reports link gender inequality and women's status with maternal mortality and only three of 78 reports linked women's subordination to an increased risk of HIV/AIDS.

(c) As of 2005, limited progress had been made in producing the statistics needed to monitor implementation of the Beijing Platform for Action and of the goals of other international conferences and summits, including the MDGs.[11]

25. At the heart of effective gender mainstreaming in any institution is the challenge of re-shaping incentive systems to support better responses to women's needs, changing performance measures so that service to meet women's needs is recorded and rewarded, incorporating gender-responsive budgeting and institutionalizing effective leadership to champion gender equality and women's rights.

26. In its work on this outcome, UNIFEM tracks progress toward four indicators: increased use of sex-disaggregated data to devise and monitor gender-responsive policies; the extent to which policies, programmes and resource allocations of regional, national and local organizations are consistent with gender equality; the extent to which MDG processes, Common Country Assessment (CCA)/United Nations Development Assistance Framework (UNDAF) and peacekeeping missions reflect commitments to gender equality; and United Nations country teams (UNCTs) and multilateral development banks support for gender equality initiatives.

27. In the last three years, UNIFEM documented catalytic initiatives in 86 countries in this outcome area, with almost 45 per cent yielding significant progress toward results.

Sex-disaggregated data

28. The focus on the MDGs has increased interest in generating more specific measurements of gender equality. In response, UNIFEM supports countries to use and disseminate sex-disaggregated data, particularly through regional strategies and in the context of United Nations partnerships. UNIFEM contributed to multi-stakeholder initiatives in 20 countries in 2004, 25 countries in 2005 and 22 countries in 2006. Regionally, UNIFEM partnered with the Economic Commission for Latin America and the Caribbean to generate sex-disaggregated data and analysis to support country-based MDG reporting; with the Economic Commission for Africa to support dissemination of the African Gender Index in countries throughout the region; with the South Asian Association for Regional Cooperation to launch a prototype database to track progress on gender equality for Member States; with the Economic Commission for Europe to launch *The Story Behind the Numbers* publication on women's economic status in the region. Its strategy in Central America, for instance, hinges on fostering South-South exchange so that statistics institutes in the region can benefit from the significant progress in tracking gender equality issues that the National Statistics Institute in Mexico has registered.

Policies, programmes and resource allocations of mainstream organizations

29. UNIFEM focuses on changes in policies, programmes and resource allocations in institutions related to its four goals. Cutting across all of these is the work on gender-responsive budgeting, which has grown both as a technical tool and as a movement. At the end of 2000, 42 countries had instituted gender-responsive budgeting initiatives. As of 2006, UNIFEM identified an additional 33 countries that had engaged in some form of gender-responsive budgeting.[12]

30. UNIFEM played a key role in generating attention for and capacity in gender-responsive budgeting as a tool for accountability and in public sector reform. From 2004 to 2006, UNIFEM provided support in 41 countries, compared to 22 countries during the period of its previous MYFF. In the current MYFF period, 14 UNIFEM-supported initiatives focused at the national level, eight focused at the local level, 11 initiatives were geared to both local and national levels, while in an additional eight countries work is in the preliminary stages. Five years of intensive programming on gender-responsive budgeting at multiple levels has shown that institutionalizing gender-responsive budgeting in the policies and practices of Ministries of Finance is possible, as is using gender-

[11] United Nations Statistical Division. 2005. *The World's Women 2005: Progress in Statistics*

[12] Inadequate data exists to determine how many of these initiatives are ongoing, but UNIFEM is tracking a growing number of experiences in which gender-responsive budgeting is being institutionalized in Ministries of Finance.

responsive budgeting to influence resource allocations in support of gender equality. In the past four years, UNIFEM contributed to efforts of Ministries of Finance from India, Morocco, Ecuador, Senegal, Venezuela and Egypt to launch initiatives to mainstream gender equality into the annual budget processes that line ministries develop.[13]

31. UNIFEM also works with key institutions at national, regional and global levels that influence decision-making in areas related to feminized poverty (for instance, Ministries of Labour in collaboration with International Labour Organization), ending violence against women (including with Ministries of Justice and/or law enforcement agencies with UNFPA and UNICEF), reducing HIV/AIDS (with UNAIDS, UNFPA and UNDP), and democratic governance (often with UNDP). Its work on HIV/AIDS is illustrative. UNIFEM works with and through United Nations inter-agency thematic groups on HIV/AIDS to link national AIDS councils with gender equality advocates and women affected and infected by HIV/AIDS. From 2004 to 2006, UNIFEM contributed to engendering the plans and policies developed by national AIDS councils in Burkina Faso, Burundi, Ecuador, Cambodia, Dominican Republic, Honduras, India, Kenya, Kyrgyzstan, Mali, Nigeria, Rwanda, Senegal, Thailand, Togo and Zimbabwe and worked with an additional 19 national AIDS councils to provide training in gender analysis and women's human rights-based approaches.[14]

32. UNIFEM supports stronger gender equality capacity in the institutions that contribute to peace-building, as well as those that are critical to post-conflict reconstruction, especially the United Nations integrated missions and needs assessment teams, Ministries of Justice, electoral commissions and truth and reconciliation commissions. Over the MYFF period, UNIFEM contributed to stronger gender equality dimensions in institutions in 30 crisis and post-conflict countries. UNIFEM supported a stronger gender equality dimension in two post-conflict needs assessments in 2004, five in 2005 and one in 2006.

33. During the MYFF period, UNIFEM supported initiatives to bring a gender equality dimension to MDG processes in 42 countries and in four regional processes, including through executing a five-country project for UNDP and through close partnerships with United Nations regional economic commissions. At the global level, UNIFEM seconded an economist to the Millennium Project for two years, was a participant in the Millennium Project Task Force 3 on Primary Education and Gender Equality and participates actively in all United Nations Development Group (UNDG) gatherings focused on the MDGs.[15]

Lessons learned and key challenges

34. Throughout the MYFF period, the work on gender-responsive budgeting has consistently yielded concrete results in terms of strengthening the internal policies and procedures of government ministries on gender equality. However, whether using gender-responsive budgeting or other entry points, institutional transformation is a long-term process requiring long-term commitments, in-depth support and clear benchmarks. This effort could be enhanced through development of more clear-cut indicators on the process of institutional change toward gender equality, which will be a key priority in the next strategic plan.

C. Outcome 3: Gender equality advocates have knowledge and are positioned to spearhead and transform policies, programmes and resource allocations

35. Advocacy for action on gender equality is fuelled by the evolving 'architecture' of government institutions, experts, non-governmental organizations (NGOs) and grassroots organizations that lobby to put women's human rights and development issues on local, national, regional and global agendas. At the country level, this architecture includes national women's machineries – now in existence in

[13] Please see annex 1, example (iii).
[14] Please see annex 1, example (iv).
[15] Please see annex 1, example (v).

193 countries, often linked to gender advisors in sectoral ministries.[16] The architecture may also include parliamentary caucuses advocating for women's rights, service and professional organizations, community and producer groups and women's funds, as well as equal opportunity offices and women's studies centres in universities.

36. The architecture often includes gender advisors and desks in regional organizations and regional NGO networks focused on women's human rights and a vast array of broad-based and sector-focused transnational non-governmental women's human rights advocacy, technical assistance, membership and funding organizations.

37. UNIFEM has been a part of the support system that invests in growing the capacity and voice of this architecture. A 2006 report by the Association for Women's Rights in Development entitled *Where's the Money for Women's Rights?*[17] surveyed 315 non-governmental women's organizations from all regions who reported a decline in funding over the previous five years. The source of their funds has changed considerably in the past 10 years: where bilateral donors were the top source of funds in 1994, by 2004 these had slipped to third, replaced by women's funds and international NGOs.

38. UNIFEM monitors progress on this outcome based on the influence of women's organizations, networks and grassroots women's groups on mainstream policy processes, including on poverty reduction strategy and MDG processes and peace negotiations, amongst other things. The organization also considers whether capacity of national and regional government and non-governmental organizations promoting women's rights has increased, as well as the effectiveness of inter-agency thematic groups on gender in influencing UNCTs.

39. From 2004 to 2006, UNIFEM supported 94 catalytic initiatives related to capacity development of national, regional, and (to a lesser extent) global governmental and non-governmental organizations and networks of gender equality advocates. Forty percent of initiatives supported have led to progress toward concrete results. Included in this support are UNIFEM partnerships with national women's machineries in nearly 90 countries – often through regional initiatives and with existing and aspiring parliamentarians and their networks in 38 countries. UNIFEM contributed to the establishment or strengthening of more than 50 national and regional non-governmental women's networks and multi-stakeholder groups advocating for women's rights, including through 43 grants in 38 countries from the United Nations Trust Fund to End Violence against Women.

Influence of women's organizations on mainstream policy processes

40. The influence of women's organizations on mainstream policy processes is significant, but difficult to measure. UNIFEM has not devised an adequate tracking system for this.

41. UNIFEM engagement with ministries of women's affairs increased significantly in this MYFF, compared to the previous. In part, this results from a stronger focus on multi-stakeholder initiatives in support of implementation of the Convention on the Elimination of All Forms of Discrimination against Women, gender-responsive budgeting and mainstreaming gender equality in MDG processes and post-conflict reconstruction. UNIFEM supports the positioning and strengthening of women's ministries to become the engine of gender mainstreaming with other government ministries and to open up spaces for engagement with women's NGOs.[18]

Increased capacity of national and regional government and non-governmental organizations promoting women's rights

42. UNIFEM works with women's organizations as implementing partners for specific programmes, as participants in multi-stakeholder initiatives and as grantees. In addition to significant work with national women's machineries, women's parliamentary caucuses and women's regional networks in

[16] http://www.unescap.org/esid/gad/Issues/Machineries/DAWNational_Machineries_26May2006.pdf
[17] http://www.awid.org/publications/where_is_money/weblibro.pdf
[18] Please see annex 1, example (vi).

the MYFF period, UNIFEM also deepened work with groups and networks that were run by, or represented, women who were marginalized in their own contexts. These included:

(a) HIV+ women's networks in 14 countries and regionally in South and West Africa, the Commonwealth of Independent States and in Latin America and the Caribbean;

(b) Migrant women's networks in Asia-Pacific and Arab states;

(c) Home-based workers networks in Asia;

(e) Indigenous and Afro-descendant women's networks in seven countries in Latin America and through regional networks;

(f) Women's networks advocating for land rights in four countries;

(g) Women's peace networks in 20 countries, as well as sub-regionally in the Balkans, the Eastern Caribbean, the Great Lakes and the Southern caucuses.

43. Through the MYFF period, UNIFEM supported the development of specific training approaches and modules to strengthen national and regional capacity of women's organizations. UNIFEM supported training for women to enhance their participation as candidates and voters in elections in 15 countries in 2006 and 16 in 2005. In collaboration with the International Women's Rights Action Watch—Asia Pacific, UNIFEM invested in training NGO representatives from 46 countries to advocate for and monitor implementation of the Convention on the Elimination of All Forms of Discrimination against Women through the 'From Global to Local' programme between 2004 and 2006 (UNFPA joined the initiative in 2006).[19]

Challenges and lessons learned

44. The Association for Women's Rights in Development study cited earlier and other data suggest that support for gender equality experts and women's rights organizations at all levels is inadequate. Likewise, the absorptive capacity of these groups has not expanded in a way that is consistent with opportunities and needs. In the next strategic plan, UNIFEM intends to focus its support to women's organizations, including by sharpening the mechanisms used to track changes in their capacities and influence.

D. Outcome 4: Harmful and discriminatory attitudes and practices change to promote and protect the rights of women and girls

45. Until support for gender equality and women's human rights influences changes in attitudes and behaviours at the micro-level, gender equality will remain elusive. There is significant work worldwide on changing attitudes and practices to support gender equality, but methods, tools and data that track their overall impact are largely absent. The Global Media Monitoring Project of the World Association of Christian Communication coordinates 'Who Makes the News,' a regular enquiry of media coverage from a gender equality perspective. In 2005, it monitored 12,893 news stories and 39,944 news presenters from around the world. Only 21 per cent of news subjects are female (increased from 17 per cent in 1995). Only four per cent of stories monitored highlighted gender equality or women's human rights issues.

46. *UNIFEM contribution to progress*: UNIFEM tracks progress toward this goal according to: the extent to which media and communications portray gender equality challenges and achievements; the effectiveness of campaigns and institutional mechanisms to prevent, reduce and monitor gender-based violence; increases in national institutional mechanisms to prevent, reduce and monitor gender-based violence; changes in gender disparities in wages. The UNIFEM MYFF review found that the formulation of the outcome and its indicators as well as the tracking mechanisms UNIFEM uses to assess progress have been inadequate, despite significant investment of work in this area. This is the most challenging level of change, requiring UNIFEM investment in tools and monitoring processes.

[19] Please see annex 1, example (viii).

47. *Gender-responsive media coverage*: In 2006, UNIFEM supported efforts in 50 countries to enhance media coverage of gender-equality issues, compared to 19 countries in 2005 and 13 in 2004. These included national partnerships to support coverage on ending violence against women, the gender dimensions of HIV/AIDS and on women's roles in peacebuilding. Most of these involve inter-agency initiatives; in Latin America and the Caribbean, UNIFEM coordinates an annual region-wide media campaign that is a collective effort of UNIFEM, UNDP, UNFPA, UNICEF, the United Nations International Research and Training Institute for the Advancement of Women and the Pan American Health Organization to highlight the dimensions of gender-based violence in commemoration of the 16 Days of Activism to End Violence against Women.

48. On a selective basis and to enhance policy and institutional change to address feminized poverty, UNIFEM supports innovative pilot initiatives that demonstrate how to improve women's income-earning options, especially in post-conflict situations where meeting demands from women to improve their livelihood options is an important entry point for other programmes.[20] UNIFEM support to widows of the 1994 genocide in Rwanda helped establish a link between women weavers and a fair trade company that markets their baskets in the United States. As a result, approximately 51,000 baskets have been sold through Macy's department stores in New York, Atlanta, Chicago and online, generating revenue of $800,000 for Rwandan women weavers. According to the director general of Rwanda Import and Export Promotion Agency, the production and sale of the baskets now provides sustainable support to women in 2,000 communities.[21]

Challenges and lessons learned

49. It requires specialized skills and tools to document and evaluate the processes that lead to sustainable shifts in attitudes and practices to support gender equality and women's human rights. Further investment in developing these tools is critical given the significant contributions that UNIFEM and others working on gender equality make in multi-media and advocacy campaigns. UNIFEM was unable to invest adequately in this MYFF, but would like to expand its work in this area moving forward, especially in the context of United Nations inter-agency partnerships (including with UNICEF and UNFPA) and with regional and national partners.

V. Organizational effectiveness

50. The five performance goals to track organizational effectiveness are presented in the organizational effectiveness matrix approved by the Executive Board (2004/10). For this report, UNIFEM is including in each goal indicator several preliminary findings on its performance from the evaluation it has commissioned, as well as plans for improving performance in the next four-year cycle.

51. Major shifts in organizational effectiveness resulted from changes in: 1) UNIFEM engagement with United Nations reform, particularly the inter-agency coordination initiatives that it spearheaded and the critical guidance from the TCPR resolution; 2) The use of creative arrangements and partnerships to extend its programming to over 100 countries; 3) The revision or strengthening of organization-wide strategies related to several global initiatives, including the United Nations Trust Fund to End Violence against Women; 4) Providing in-house guidance and training in results-based management; 5) The revision of the UNDP-UNIFEM operational guidelines; and 6) The introduction of Atlas. Each of these is further developed in the report on each performance goal that follows.

[20] Please see annex 1, example (viii)
[21] http://www1.macys.com/campaign/rwanda/story.jsp

A. Goal 1: Recognizing coherence, relevance and sustainability of UNIFEM products and services

52. This goal primarily relates to the UNIFEM role as innovator, catalyst and provider of technical expertise. In tracking progress, UNIFEM monitors the extent to which the innovative initiatives it supports are replicated or scaled up; the extent to which feedback demonstrates relevance of its products and services; and the extent to which its evaluations are used strategically to generate learning that feeds into more effective action of UNIFEM and its partners.

53. The catalytic and innovative role that UNIFEM plays to promote action on gender equality is central to the mandate given it by the General Assembly. It plays this role through piloting of innovative initiatives, through bringing visibility to the effective innovations of its partners and through advocacy to put critical and under-recognized issues that affect progress toward gender equality on policy and programming agendas.

54. Over the past three years, UNIFEM tracked 61 instances in which governments, NGOs or United Nations organizations have replicated or scaled up specific UNIFEM-supported innovations at the local or national level. Of these initiatives, 30 were replicated by governments, 17 by United Nations organizations and 14 by NGOs or the private sector. The role of UNIFEM as a convener and advocate, often by facilitating regional or cross-regional multi-stakeholder partnerships, has been highlighted in multiple evaluations as having the greatest catalytic impact. [22]

55. UNIFEM produces a wide range of print, audio-visual and electronic resource materials and campaigns related to the goals and outcomes of its MYFF, including the bi-annual *Progress of the World's Women*. During the MYFF period, UNIFEM produced more than 100 resource materials in 18 languages. UNIFEM also tracks the extent to which the knowledge and information it generates is picked up by the mainstream media, with over 3,000 articles on work that UNIFEM is supporting tracked throughout the MYFF period. For electronic resources, UNIFEM regularly tracks data on unique 'hits' or visits:

(a) UNIFEM revamped its website in 2005. The number of hits grew by over 31 per cent, from 17.5 million in 2005 to more than 23 million in 2006.

(b) UNIFEM portal on women, peace and security, launched in 2003, attracted over six million hits in 2006 compared with four million in 2004.

(c) UNIFEM portal (supported by UNAIDS) on women and HIV/AIDS increased the volume of visitors with over 1.9 million hits in 2006 compared to just over one million in 2004.

56. Obtaining reliable and up-to-date information on the relevance of its programmes from high quality evaluations – and using evaluation findings to improve performance – is a high priority for the organization. UNIFEM engages in three types of evaluation: programme evaluation; thematic evaluation; and outcome evaluation. Its internal evaluation policy was revised in 2005 to align with the standards agreed to by the United Nations evaluation group. UNIFEM undertook 22 evaluations from 2004 to 2006. The chart in annex 3 provides details on the focus of these. Ten met high quality standards while others were of variable quality.

57. External, cross-regional thematic evaluations are particularly important for generating insights and evidence upon which to base UNIFEM future strategies and support. UNIFEM engages staff and partners in government, the United Nations and civil society in validating and learning from these evaluations. External evaluations of UNIFEM support to gender-responsive budgeting, implementation of the Convention on the Elimination of All Forms of Discrimination against Women, and enhancing the gender equality perspective in MDG processes and in HIV/AIDS strategies and programmes have assisted UNIFEM to sharpen its strategies and partnerships.[23]

[22] Please see annex 1, example (ix).
[23] Please see annex 1, example (x).

58. *Priorities for improvement in the next four years*: More systematic and rigorous tracking of replication and scaling up of innovation on gender equality is a core competency that UNIFEM plans to enhance in its next strategic plan. UNIFEM invested in building capacity in gender-responsive evaluation through the African Evaluation Network during the MYFF and will build on this strategy in the forthcoming plan. Its partnership with the World Bank on piloting results-based initiatives to enhance women's economic options in five countries dedicates 40 per cent of total resources to undertake rigorous evaluation of each pilot. UNIFEM has also partnered with the World Bank to develop a draft methodology for improving impact evaluation of community-based initiatives to end violence against women supported by the United Nations Trust Fund to End Violence against Women, a methodology which it is committed to further develop in the next four years.

59. UNIFEM will significantly strengthen its evaluation approaches and capacities in the next four years, working closely with UNDP, its associated funds and other United Nations organizations to ensure economies of scale and alignment with United Nations evaluation group principles.

B. Goal 2: Capacity of UNIFEM programmes aligned with demand and opportunities to introduce and support innovation, learning and results

60. UNIFEM assesses progress toward this goal by reviewing the outcomes of UNIFEM engagement with and, influence on, United Nations reform and coordination and monitoring how a realigned structure helps UNIFEM to better meet demands and opportunities.

61. UNIFEM has varied forms of engagement with United Nations reform and coordination at global, regional and national levels such as chairing/participating in inter-agency initiatives and partnerships including gender theme groups, joint programming in partnership with one or more United Nations organizations, project execution for other United Nations organizations and by providing technical support or advocacy to strengthen the gender equality perspective in coordination processes, including CCA/UNDAFs, MDGs and poverty reduction strategy papers..

62. In the context of United Nations reform, UNIFEM initiatives to stimulate and support enhanced and more effective inter-agency action on gender equality have increased since the 2000-2003 MYFF period at all levels:

(a) UNIFEM was a partner in more than 50 interagency initiatives at field and headquarter level in 2006, compared to approximately 40 in 2005, most frequently partnering with UNDP, UNFPA and UNICEF. Of these, approximately 30 were country-based or regional programmes in partnership with one or more United Nations organizations, with UNIFEM spearheading or playing a coordinating role in approximately 14 instances.

(b) UNIFEM chairs numerous inter-agency task forces and theme groups. At a global level, it chairs the UNDG Task Team on Gender Equality, is the co-chair (with UNDP) of the UNDG Working Group on Programming Policy and has co-chaired (with UNFPA) the Inter-Agency Task Team on Gender and HIV/AIDS. At the regional level, it chairs the Gender and Human Rights Advisory Group for the African Regional Directors' Team, the South Asia Inter-Agency Steering Committee on Trafficking in Women, the Ad Hoc Working Group on HIV/AIDS and Gender for the Caribbean and recently handed over the chair of the South Asia Coordination Group on Action against Violence. At the national level, it chairs 17 gender theme groups and participates in an additional 10 gender theme groups, as well as chairing or participating in at least 20 additional United Nations theme groups on HIV/AIDS, governance, human rights or poverty.

(c) UNIFEM was cited as a leader/partner on gender equality initiatives in 51 of 134 resident coordinator annual reports in 2005 for initiatives in support of achieving the MDGs, ending violence against women, engendering the response to HIV/AIDS and increasing women's political participation.

63. UNIFEM tracks annually the number of CCA/UNDAF, MDG and poverty reduction strategy paper initiatives to which it provides technical expertise.

UNIFEM involvement in coordination mechanisms	2004	2005	2006
MDG	15	32	25
CCA/UNDAF	14	37	42
Poverty reduction strategy paper	19	18	18

The results of engagement are variable. When successful, it strengthens implementation of normative agreements toward gender equality, lowering transaction costs for government and other partners because the United Nations system is working together, and increases investments in gender equality by United Nations system partners.

UNIFEM and the UNDG Task Team

UNIFEM chairs the 17-member UNDG Task Team[24] on Gender Equality. In 2006, its key achievement was securing the endorsement of UNDG principals to two of the task team's recommendations, which emerged from enquiries undertaken in 2005 and 2006 and which are focused on strengthening gender equality commitments and programming in the UNCTs. The UNDG principals endorsed a process to finalize a set of performance indicators that UNCTs can use to track their progress and enhance their accountability on gender equality programming, as well as piloting an action learning process with a small number of UNCTs to devise United Nations models for integrated, holistic programming in support of gender equality. UNIFEM, UNFPA and UNICEF are spearheading the work for the task team on these two initiatives with other task team members taking the lead in other areas. There is close collaboration between the task team and the Inter-Agency Network on Women and Gender Equality.

In 2006, the task team also completed its second gender review of the resident coordinator annual reports. The findings were published in the annual *Synthesis of the Resident Coordinators Annual Reports* and have fed into revisions to the resident coordinator annual report guidelines, which include a specific section on gender equality initiatives for 2007.

64. In the context of United Nations reform, UNIFEM ensures that gender equality experts and advocates in government and non-governmental organizations are apprised of developments and have a voice The UNIFEM consultative committee played a catalytic role in commissioning an *Organizational Assessment: UNIFEM Past, Present and Future* (A/60/62-E/2005/10). Its release in early 2005 stimulated dialogue among many constituencies with UNIFEM and consultative committee members convening numerous sessions with partners, including the UNDP/UNFPA Executive Board first regular session of 2006 and during the Commission on the Status of Women. Key findings of the assessment were reiterated in the gender equality section of the High-Level Panel on System-wide Coherence report and contributed to stimulating higher level dialogue on the inadequate funding and positioning of the architecture that supports work on gender equality. The debate also stimulated grassroots organizing, with a campaign by women's networks in South Asia, which gathered more than one million signatures encouraging the panel to move forward on a strengthened UNIFEM and a strong gender equality entity.

[24] The International Fund for Agricultural Development, the International Labour Organization, the Food and Agriculture Organization of the United Nations, the United Nations Division for the Advancement of Women, UNDP, ECOSOC, the United Nations Human Settlement Programme, the United Nations Environment Programme, the United Nations Educational, Scientific and Cultural Organization, UNFPA, UNICEF, UNIFEM, the United Nations Office on Drugs and Crime, the United Nations Office of the Special Advisor on Gender Issues, the United Nations Permanent Forum on Indigenous Issues, the World Food Programme, the World Health Organization.

65. The MYFF period saw incremental changes in the structure of UNIFEM. Three key developments were most influential: (a) revised operational guidelines with UNDP and the introduction of Atlas, which led to a stronger focus on strengthening and decentralizing certain functions (see goal 4 below); (b) The MYFF commitment to identify two or three priority countries in each sub-region for more sustained engagement; (c) The development of innovative arrangements for extending reach.

66. UNIFEM was able to extend its reach through a variety of creative and cost-effective mechanisms. In addition to its 15 sub-regional offices, UNIFEM expanded its reach through cost-shared programming, shared staff and partnerships with sister United Nations organizations (most often with UNDP), sub-regional programmes that involve multiple countries in particular initiatives, support to governments and NGOs through strategic grant making and creative use of volunteers and junior professional officers. UNIFEM estimates that its programming and technical support reached 133 countries in the three-year period under review, including through strategic grant making and provision by sub-regional office staff of technical expertise to national and United Nations partners. In addition to its 15 sub-regional offices, UNIFEM had project staff in 33 countries in 2004 compared to 50 in 2006 and provided technical advice through coordination mechanisms in 48 countries in 2004 compared to 67 in 2006. Annex 4 provides details of UNIFEM programming worldwide 2004-2006.

67. Identification of priority countries helped staff engage with partners, plan more effectively and filter multiple requests. For instance, the East Africa office based in Nairobi targeted Sudan and Somalia in the first two years of the MYFF and then added Uganda in the second two years. It is now supporting programming on women, peace and security in Sudan, Uganda and Somalia, as well as a multi-dimensional programme – managing a donor-supported basket fund of $6.7 million – in Kenya. Its partnership with the Intergovernmental Authority on Development and the African Union, its support to CCA/UNDAF exercises, and its work on gender-responsive budgeting and the gender dimensions of HIV/AIDS have led to incipient programme partnerships in Tanzania and Ethiopia.

68. Close sub-regional coordination with resident coordinators has helped UNIFEM identify strategic opportunities to lend support, sometimes for specific, longer-term programmes, as in China, and at other times for a more limited engagement, as in the case of Pakistan where the resident coordinator requested UNIFEM assistance in undertaking a gender assessment in the aftermath of the 2005 earthquake.

Priorities for improvement in the next four years

69. The intensification of United Nations reform raises pressing issues on many elements of this indicator. These engagements are most effective when they are specific and focused. UNIFEM will invest most heavily in existing partnerships that meet this criteria, such as the United Nations Partnership on Sexual Violence, as well as undertake a small number of new initiatives where there is demand (for instance, on a United Nations system-wide initiative on gender-responsive budgeting, building on its execution of a project for UNFPA to develop a resource pack on *Gender Responsive Budgeting and Women's Reproductive Rights*). Additionally, UNIFEM plans significant engagement with the One United Nations Pilots as key sites for testing how the United Nations system will deliver as one.

70. UNIFEM hopes to align its regional presence with the convergence of the regional offices of other United Nations organizations in common locations, as is taking shape in Johannesburg, where UNIFEM has co-located, is a member of the regional directors' team, and coordinates the regional Gender and Human Rights Theme Group. Additionally it plans to build on good practices that have demonstrated cost-effective ways to support greater coordination on gender equality, as in Kosovo where it is the lead implementing partner for the UNCTs programme on MDG 3, or in Central America where it cost-shares gender expertise with UNDP and works closely with UNDP gender focal points to support sub-regional initiatives. A key ingredient in being able to align structures to respond to opportunities is to secure its anticipated core funding targets.

C. Goal 3: Strategic partnerships generate new and expanded constituencies and learning for gender equality

71. The indicators for this goal refer primarily to: implementing revised agreements to enhance the partnership with UNDP; results of agreements with other multilateral partners; new opportunities to strengthen partnerships with bilateral donors, the private sector and civil society (partnerships with governments are covered in the development effectiveness section).

72. UNIFEM, as an associated fund, engages with UNDP in two ways: the Administrator of UNDP is accountable for UNIFEM and, in this context, operational guidelines govern the administrative relationship between the two organizations; as the United Nations women's fund with a mandate to work across the United Nations system, UNDP can call on UNIFEM to enhance gender equality expertise in the resident coordinator system, in the UNDG and also – through project execution agreements – as an executing agency for UNDP programmes in UNIFEM areas of comparative advantage.

73. Administrative changes are covered in goal 4 (below). Programmatically, UNIFEM and UNDP strengthened collaboration on strategic issues. The *Evaluation of gender mainstreaming in UNDP* (DP/2006/5) reported that 70 per cent of country offices cited "effective or very effective" cooperation between the two organizations. The partnership with UNDP is multi-dimensional, including global initiatives such as the I-Know Politics network, the United Nations Partnership on Sexual Violence, support to UNAIDS on the gender dimensions of HIV/AIDS, multiple collaborations in crisis and conflict countries and shared gender equality expert staff in China, Nicaragua, and Uganda. UNIFEM executed approximately 20 projects for UNDP during the past three years. [25]

Results of agreements with other multilateral partners

74. In addition to UNDP, UNIFEM continued to most frequently partner with UNFPA and UNICEF, but also include the United Nations High Commissioner for Refugees, the International Labour Organization, the International Fund for Agricultural Development, UNAIDS, the United Nations International Research and Training Institute for the Advancement of Women, the United Nations Environment Programme, the United Nations Office for Project Services, OHCHR, International Organization for Migration, the United Nations Office on Drugs and Crime, the United Nations Office for the Coordination of Humanitarian Affairs, the United Nations Department of Peacekeeping Operations, the United Nations Department of Political Affairs, United Nations Economic Commission for Latin America and the Caribbean, United Nations Economic Commission for Europe, and United Nations Economic Commission for Africa.

75. In the lessons learned from the Strategic Business Plan 2000-2004, UNIFEM noted the importance of forging stronger partnerships with the multilateral development banks. In this regard, its partnership with the World Bank has become more concrete during the MYFF period. Three initiatives were launched: a) UNIFEM is executing a component of the Gender Action Plan of the World Bank, focused on supporting replicable results-based initiatives to enhance women's economic options and opportunities in five countries. The goal is to demonstrate strategies that can be scaled up by the Bank; b) UNIFEM worked with the World Bank to devise an impact evaluation methodology to assess the effectiveness of community-based initiatives to end violence against women supported by the United Nations Trust Fund to End Violence against Women; c) UNIFEM and the World Bank partnered closely on gender equality in disarmament, demobilization and reintegration in the Great Lakes region. While these partnerships have yet to yield concrete results on the ground, the systems are being put in place to generate and track these over the next three years.

76. The MYFF period has also seen partnerships expand with the European Commission, particularly on the gender equality dimensions of aid effectiveness and with the Organisation for Economic Co-

[25] Please see annex 1, example (xi).

operation and Development – Development Co-operation Directorate through active participation in its governance, human rights and gender equality networks.

Strengthening partnerships with bilateral donors, the private sector and civil society.

77. UNIFEM continues to have strong partnerships with bilateral donors and civil society and continues to explore more effective ways of partnering with the private sector. New opportunities that emerged in the 2004–2007 period:

(a) UNIFEM management of a $6.7 million basket fund in Kenya is a new approach to forging a partnership with both bilateral donors and civil society in the context of aid effectiveness.

(b) Three new partnerships with the private sector are notable in this MYFF cycle: the Calvert Investment Fund (with which UNIFEM has partnered to launch a set of women's principles to guide corporate accountability for gender equality); Johnson and Johnson (which became the first major private sector contributor to address the inter-linkages of violence against women and HIV/AIDS through the United Nations Trust Fund to End Violence against Women) and Macy's Department Store (generating more than $800,000 for women basket-makers of Rwanda).

(c) A private sector/bilateral partnership forged in the previous MYFF, between Cisco Systems and the United States Agency for International Development, continued to generate innovation and scaling up during the current MYFF.[26]

D. Goal 4: Management and administration of financial and human resources aligned with commitment to excellence, empowerment and rights

78. Progress was made in several key areas, including: issuance of the delegations of authority by the UNDP Administrator to the UNIFEM Executive Director; application of this delegation to enhance operational autonomy and effectiveness; strengthening and clarification of UNIFEM-UNDP partnerships on operational matters.

Delegations of authority

79. UNIFEM and UNDP worked intensively throughout the period of the MYFF to update and implement the operational guidelines. Under the delegations of authority the Executive Director, while remaining accountable to the Administrator, assumes greater authority and responsibility in matters relating to human resources, finance and administration. A simple example of the impact: UNIFEM now has a bank account in three currencies to directly receive contributions. This has enhanced the accuracy and speed of recording contributions.

Human resources and staff capacity

80. The establishment of the UNIFEM Human Resources Centre in 2006 was an important step towards fuller application of the delegations of authority. The centre has started to improve UNIFEM human resources approaches and standards, including enhancing recruitment, review of contract modalities, and development of strategic learning plans.

81. Enhancing staff capacity is fundamental to continuously improving the ability of UNIFEM to monitor and track results. While reporting has improved in some areas, UNIFEM internal systems and capacities need significant improvement to enhance both quality and timeliness. UNIFEM has taken a number of steps during the MYFF period to address this. In 2005, UNIFEM finalized an 'Essential Guide to Results-Based Management' and a core group of staff, trainers and resource persons in results-based management were identified to act as an internal network of resource persons on the application of results-based management in UNIFEM-supported initiatives. Regional training has been launched to build capacity of UNIFEM staff and partners, in order to enhance the quality and results-orientation of monitoring and reporting. Annually, UNIFEM staff review MYFF reports, generate

[26] Please see annex 1, example (xii).

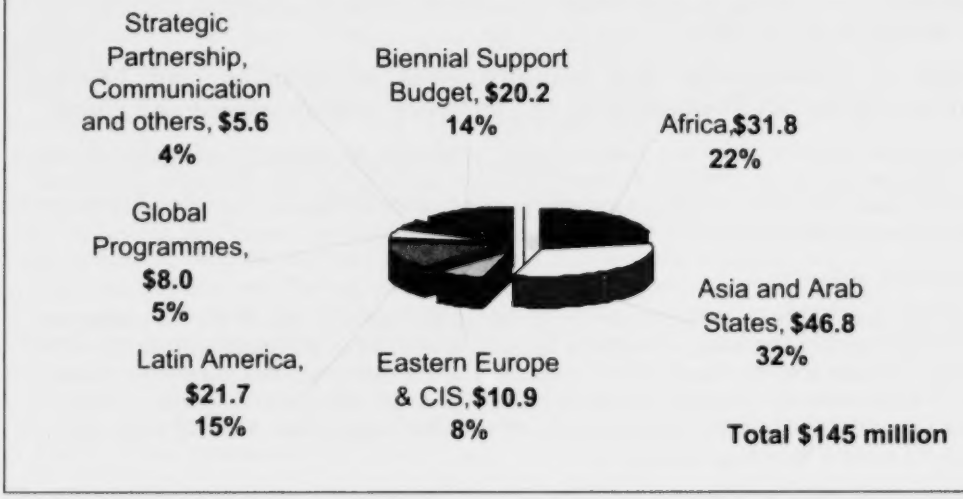
feedback on the content and quality of results-based monitoring and reporting, identify gaps and lessons learned and track progress on follow-up to recommendations from the previous session.

Administration of financial resources

82. The formula for geographic allocation of core resources was determined by the UNIFEM consultative committee at the 44th session in 2004. Non-core resources were utilized geographically and thematically according to the respective donor cost sharing and trust fund agreements.

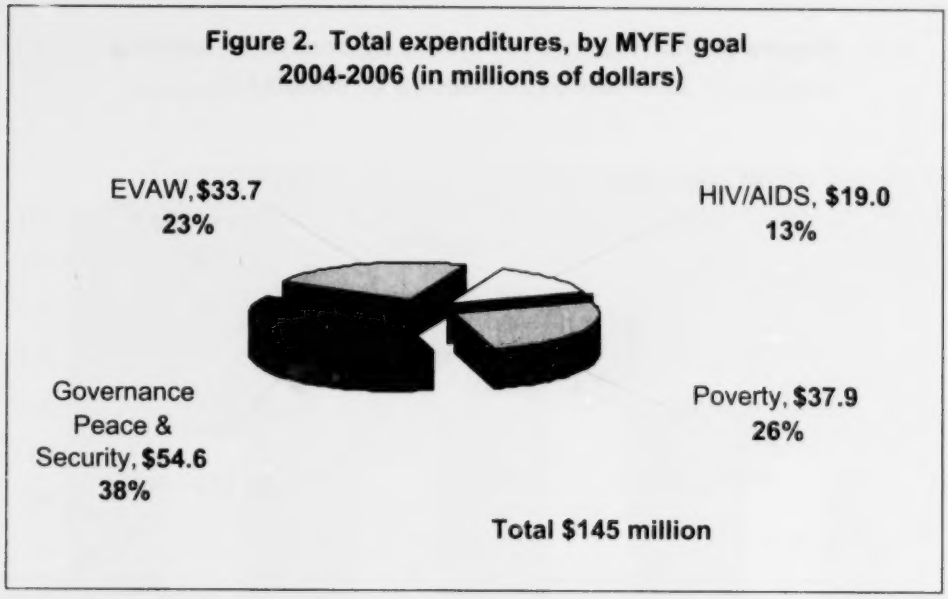
83. With regard to total expenditures over the three-year period of approximately $145 million, Africa expended the largest share of core resources (30 per cent), while Asia-Pacific and Arab States expended the largest share of total resources due to the predominance of non-core resources in that region.

Figure 1. Total expenditures, by region and use 2004-2006 (in millions of dollars)


Strategic Partnership, Communication and others, $5.6 4%
Biennial Support Budget, $20.2 14%
Africa, $31.8 22%
Global Programmes, $8.0 5%
Asia and Arab States, $46.8 32%
Latin America, $21.7 15%
Eastern Europe & CIS, $10.9 8%
Total $145 million

84. With respect to how funds were disbursed amongst the MYFF goals, expenditures of core resources were more or less equally distributed. When cost-sharing and trust funds were taken into account, expenditures for governance – reflecting primarily work on crisis and post-conflict reconstruction – represented more than a third of the total. The MYFF goals of reducing feminized poverty and ending violence against women received nearly a quarter of expenditures and HIV/AIDS had the lowest level at about $19 million or 13 per cent.

Figure 2. Total expenditures, by MYFF goal 2004-2006 (in millions of dollars)



85. There are several priorities for improvement in the next four years. For example, there are many dimensions to management effectiveness that can be addressed through Atlas. UNIFEM has made good progress in institutionalizing Atlas and developing staff capacity to make maximum use of certain functions. Over the next four years, a high priority is to use the full functionality of the system, especially to ensure that UNIFEM is able to do results-based budgeting.

E. Goal 5: A larger, more diversified and more reliable resource base supports capacity of UNIFEM to meet opportunities and commitments

86. Please see integrated resources framework.

VI. Integrated resources framework

87. During the period 2004-2006, UNIFEM total resources increased 14 per cent, from $49.2 million in 2004 to $56.3 million in 2006. UNIFEM raised a total of $160 million over the three years, against a projected $121.3 million anticipated in the MYFF. The increase was largely due to the expansion of non-core resources from $25.9 million in 2004 to $31.3 in 2006. On the other hand, core resources stagnated, moving from $23.2 million in 2004 to $25 million in 2006. This is reason for concern, as core resources constitute the bedrock of UNIFEM work and ability to plan effectively.

Figure 3. Distribution of income by source of funding 2004-2006 (in millions of dollars)

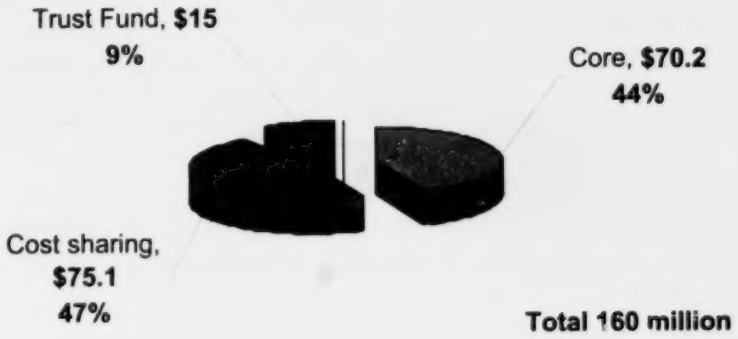


Figure 4. Trend of core and non-core resources 2004-2006 (in millions of dollars)

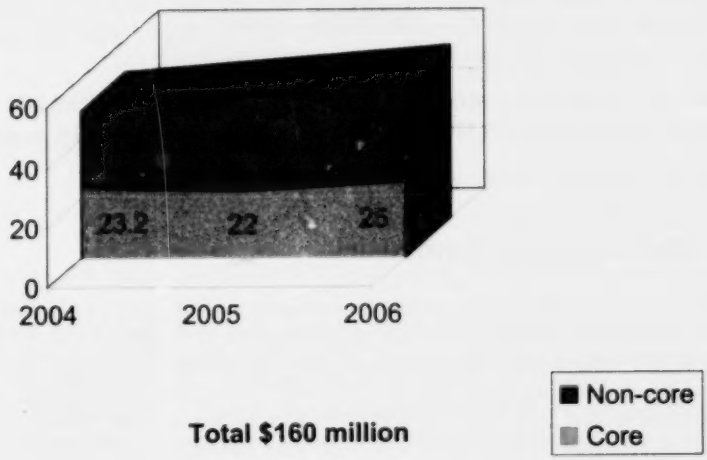
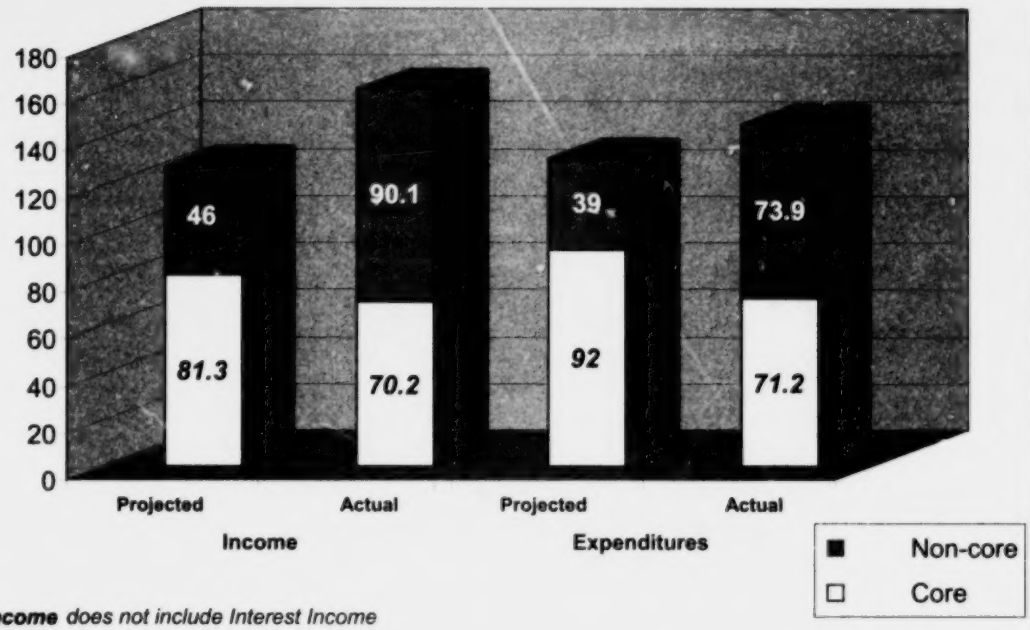


Figure 5. Comparison between projected and actual income* and expenditures MYFF 2004-2006 (in millions of dollars)



* ***Income*** *does not include Interest Income*

88. While the rise in non-core was double or triple projections (depending on the year), the increase in core resources fell short of MYFF projections.

89. The UNIFEM resource base became more diversified in terms of the number of contributors. In 2006, 54 governments; 15 non-governmental and private organizations; five national committees and four United Nations organizations contributed resources. However, contributions remained concentrated among a few donors, with the largest five government donors contributing about three quarters of its resources in 2006.

90. The absence of multi-year commitments constrains the ability of the organization to translate resources into capacity. Without multi-year funding, the organization is constrained in its planning abilities, too. Only one donor was able to make a multi-year commitment to UNIFEM core resources. Several others have entered into such arrangements with other United Nations organizations, but have declined to do so with UNIFEM, citing its small size as a deterrent to such arrangements.